

STAFF REPORT

April 17, 2002 (meeting date)

TO: LAFCO Commissioners

FROM: Everett Millais, Executive Officer

SUBJECT: Draft Service Review & Sphere of Influence Update Work Plan

RECOMMENDATION:

Review and comment on the draft service review and sphere of influence update work plan.

DISCUSSION:

The setting of boundaries for cities and most special districts is a state function delegated to LAFCOs in each county. Included with this delegation is the requirement to determine sphere of influence boundaries for each city and special district subject to LAFCO jurisdiction. Government Code §56076 states, "‘Sphere of influence’ means a plan for the probable physical boundaries and service area of a local agency, as determined by the commission."

Effective January 1, 2001, Government Code §56425(f) was amended to require LAFCOs to update sphere of influence boundaries "...not less than once every 5 years," and §56430 was added requiring LAFCOs to conduct municipal service reviews in conjunction with or prior to sphere of influence updates (copies of both sections are attached). The Commission held a study session to review these new requirements in February and directed staff to proceed to develop a work plan and budget for the service review and sphere of influence update process. In March the Commission preliminarily adopted a list of the various service categories to be considered and indicated that the water and wastewater service categories should be priorities for service reviews.

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LEGAL COUNSEL:
Noel Klebaum

Based on the prior discussions and actions by the Commission and staff's knowledge about some of the issues that will be involved in the process, the attached draft service review and sphere of influence update work plan has been prepared for review. The basic concepts underlying the work plan are listed on the cover page. Copies of the draft work plan are being sent to each affected city and special district for review and comment. At the April 17 meeting this matter is on the Commission's agenda in order to provide for initial public review and comment, and review and comment by the Commission. Based on the comments received, a final recommended work plan will be prepared and scheduled for action by the Commission at the May 15, 2002 meeting.

The requirement to conduct service reviews and sphere of influence updates by January 1, 2006, will have a direct impact on the LAFCO budget for at least the next three years. Existing budget resources are not sufficient to comply with these new mandates. It is important that the Commission, affected jurisdictions and interested parties focus on the basic work plan concepts. The Proposed Budget for fiscal year 2002-03, which must be adopted by May 1, is based on the attached draft work plan. Changes to the timing, organization and/or how to accomplish parts of the work plan (e.g. the use of consultants vs. staff) could cause changes to the Proposed Budget. Any such changes would be reflected both in the final work plan to be considered in May and in the Final Budget for FY 2002-03. A public hearing on the Final Budget for FY 2002-03 is scheduled for June 12, 2002.

VENTURA LAFCO

DRAFT SERVICE REVIEW & SPHERE OF INFLUENCE UPDATE WORK PLAN: 2002 - 2005

Work Plan Concepts

- Sphere of influence boundaries will increasingly represent the separation of areas that can be developed through the logical extension of municipal services from areas that should be protected for continued agriculture or open space use.
- Water (non-agricultural) and wastewater services are core municipal services. Their availability is necessary for growth.
- Of the existing 10 cities and 50 special districts with sphere of influence boundaries, 38 provide some form of water and/or wastewater service, either directly or via contract, franchise or joint powers agreements.
- There is more overlap in the spheres of influence of water and wastewater service providers than any of the other categories of municipal services.
- A Countywide review of water and wastewater services should be the focus and first priority of the municipal service review and sphere of influence update process. Service reviews for all other categories of service should be conducted on a jurisdictional basis, where appropriate, combining the service reviews of jurisdictions providing similar and/or integrated services.
- In order to complete all required service reviews and sphere of influence updates by January 1, 2006, spread expenses and best utilize staff resources, the service review and sphere of influence update process should be conducted in three overlapping phases.
- Phase 1 of the process should start during the 3rd quarter of 2002 and be complete by the end of 2003.

- Phase 1 should include the Countywide water and wastewater service review, completion of the sphere of influence updates for those jurisdictions that only provide some form of water and/or wastewater service, and completion of all service reviews and sphere of influence updates for jurisdictions with a strong motivation to have their sphere of influence updated.
- Phase 2 should start by the 3rd quarter of 2003 and be complete by the end of 2004. Phase 2 should complete the service reviews and sphere of influence updates for all districts and County Service Areas, except cemetery, health care and harbor/port districts.
- Phase 3 should start by the 1st quarter of 2004 and be complete by the end of 2005. Phase 3 should complete the service review and sphere of influence updates for all the cities and for the cemetery, health care and harbor/port districts.
- Public participation in the service review and sphere of influence process should be encouraged.
- Qualified consultants should be utilized for the Countywide water and wastewater service review in Phase 1. Consultants should be used as deemed necessary for service reviews in Phases 2 and 3, and for environmental services. Selection of consultants for service reviews should include representatives from the administration of the jurisdictions affected.
- No service review or sphere of influence update is necessary for the Ahmanson Ranch Community Services District. While formed, the District is not functional and has no revenues.

Phase 1 – Water & Wastewater Services; City of Fillmore; Fillmore-Piru Memorial District

Jurisdiction	Services Reviewed	Start Service Review (on/before)	Completion of SOI Update (on/before)	Comments
Calleguas Municipal Water District	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Camarillo Sanitary District	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Camrosa Water District	All (Water & Wastewater)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Casitas Municipal Water District	Water & Wastewater	3 rd quarter 2002	4 th quarter 2004	Additional service review necessary: Recreation Services
Channel Islands Beach Community Services District	Water & Wastewater	3 rd quarter 2002	4 th quarter 2004	Additional service review necessary: Solid Waste Services
City of Camarillo	Water	3 rd quarter 2002	4 th quarter 2005	Additional service reviews necessary: Drainage, Police, Solid Waste and Street & Highway Services
City of Fillmore	All (Drainage, Fire, Police; Recreation, Solid Waste, Street & Highway, Water, Wastewater)	3 rd quarter 2002	4 th quarter 2003	Significant sphere of influence issues; strong City interest; completing General Plan update; Combine with Fillmore-Piru Memorial District
City of Ojai	Water	3 rd quarter 2002	4 th quarter 2005	Additional service reviews necessary: Cemetery, Drainage, Recreation Police, Solid Waste and Street & Highway Services
City of Oxnard	Water & Wastewater	3 rd quarter 2002	4 th quarter 2005	Additional service reviews necessary: Drainage, Fire, Police, Recreation, Solid Waste & Street and Highway Services

Jurisdiction	Services Reviewed	Start Service Review (on/before)	Completion of SOI Update (on/before)	Comments
City of Port Hueneme	Water & Wastewater	3 rd quarter 2002	4 th quarter 2005	Additional service reviews necessary: Drainage, Police, Recreation, Solid Waste and Street & Highway Services
City of San Buenaventura	Water & Wastewater	3 rd quarter 2002	4 th quarter 2005	Additional service reviews necessary: Drainage, Fire Police, Recreation Services, Solid Waste and Street & Highway Services
City of Santa Paula	Water & Wastewater	3 rd quarter 2002	4 th quarter 2005	Additional service reviews necessary: Drainage, Police, Recreation, Solid Waste and Street & Highway Services
City of Simi Valley	Water & Wastewater	3 rd quarter 2002	4 th quarter 2005	Additional service reviews necessary: Drainage, Police, Solid Waste and Street & Highway Services
City of Thousand Oaks	Water & Wastewater	3 rd quarter 2002	4 th quarter 2005	Additional service reviews necessary: Drainage, Police, Solid Waste and Street & Highway Services
Fillmore-Piru Memorial District	All (Veteran Memorial Hall Services)	3 rd quarter 2002	4 th quarter 2003	Logical to combine with all services review for the City of Fillmore
Fox Canyon Groundwater Management Agency	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Hidden Valley Municipal Water District	All (no services provided currently, but potential Water services)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Lake Sherwood Community Services District	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Meiners Oaks County Water District	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Montalvo Municipal Improvement District	All (Wastewater)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority

Jurisdiction	Services Reviewed	Start Service Review (on/before)	Completion of SOI Update (on/before)	Comments
Ocean View Municipal Water District	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Ojai Basin Groundwater Management Agency	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Ojai Valley Sanitary District	All (Wastewater)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Ojai Water Conservation District	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Pleasant Valley County Water District	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Russell Valley Municipal Water District	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority; may not be necessary if District consolidates with Calleguas Municipal Water District
Saticoy Sanitary District	All (Wastewater)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Triunfo Sanitation District	All (Water & Wastewater)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
United Water Conservation District	Water	3 rd quarter 2002	4 th quarter 2004	Additional service review necessary: Recreation Services
Ventura County Resource Conservation District	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Ventura County Service Area No. 29	All (Wastewater)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Ventura County Service Area No 30	All (Wastewater)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Ventura County Service Area No. 32	All (Wastewater)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority

Jurisdiction	Services Reviewed	Start Service Review (on/before)	Completion of SOI Update (on/before)	Comments
Ventura County Waterworks District No. 1	All (Water & Wastewater)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Ventura County Waterworks District No. 8	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Ventura County Waterworks District No. 16	All (Wastewater)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Ventura County Waterworks District No. 17	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Ventura County Waterworks District No. 19	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority
Ventura Regional Sanitation District	Water & Wastewater	3 rd quarter 2002	4 th quarter 2004	Additional service review necessary: Solid Waste Services
Ventura River County Water District	All (Water)	3 rd quarter 2002	4 th quarter 2003	LAFCO priority

**Phase 2 – Complete all service reviews and sphere of influence updates for all districts
(except cemetery, health care and harbor/port districts)**

Jurisdiction	Services Reviewed	Start Service Review (on/before)	Completion of SOI Update (on/before)	Comments
Bell Canyon Community Services District	All (Fire, Police, Solid Waste)	3 rd quarter 2003	4 th quarter of 2004	Separate review; a unique district
Casitas Municipal Water District	Recreation	3 rd quarter 2002	4 th quarter 2004	Include prior Water and Wastewater service review determinations
Channel Islands Beach Community Services District	Solid Waste	3 rd quarter 2002	4 th quarter 2004	Include prior Water and Wastewater service review determinations
Conejo Recreation and Park District	All (Health, Police, Recreation)	3 rd quarter 2003	4 th quarter of 2004	Combine review with Pleasant Valley and Rancho Simi Recreation and Park Districts and Ventura County Service Area No. 33
Oxnard Drainage District No. 1	All (Drainage)	3 rd quarter 2003	4 th quarter of 2004	Combine review with Oxnard Drainage District No. 2
Oxnard Drainage District No. 2	All (Drainage)	3 rd quarter 2003	4 th quarter of 2004	Combine review with Oxnard Drainage District No. 1
Pleasant Valley Recreation and Park District	All (Police, Recreation)	3 rd quarter 2003	4 th quarter of 2004	Combine review with Conejo and Rancho Simi Recreation and Park Districts and Ventura County Service Area No. 33
Rancho Simi Recreation and Park District	All (Police, Recreation)	3 rd quarter 2003	4 th quarter of 2004	Combine review with Conejo and Pleasant Valley Recreation and Park Districts and Ventura County Service Area No. 33
United Water Conservation District	Recreation	3 rd quarter 2002	4 th quarter 2004	Include prior Water service review determinations
Ventura County Fire Protection District	All (Fire)	3 rd quarter 2003	4 th quarter of 2004	Separate review; a unique district

Jurisdiction	Services Reviewed	Start Service Review (on/before)	Completion of SOI Update (on/before)	Comments
Ventura County Flood Control District	All (Drainage)	3 rd quarter 2003	4 th quarter of 2004	Separate review; a unique district
Ventura County Service Area No. 3	All (Street & Highway)	3 rd quarter 2003	4 th quarter of 2004	Combine review with Ventura County Service Areas No. 4 and No. 14
Ventura County Service Area No. 4	All (Police, Street & Highway)	3 rd quarter 2003	4 th quarter of 2004	Combine review with Ventura County Service Areas No. 3 and No. 14
Ventura County Service Area No. 14	All (Street & Highway)	3 rd quarter 2003	4 th quarter of 2004	Combine review with Ventura County Service Areas No. 3 and No. 4
Ventura County Service Area No. 33	All (Police, Recreation)	3 rd quarter 2003	4 th quarter of 2004	Combine review with Conejo, Pleasant Valley and Rancho Simi Recreation and Park Districts
Ventura Regional Sanitation District	Solid Waste	3 rd quarter 2002	4 th quarter 2004	Include prior Water and Wastewater determinations

Phase 3 – Complete all service reviews and sphere of influence updates for all cities, and cemetery, health care and harbor/port districts

Jurisdiction	Services Reviewed	Start Service Review (on/before)	Completion of SOI Update (on/before)	Comments
Bardsdale Cemetery District	All (Cemetery)	1 st quarter 2004	4 th quarter 2005	Combine review with El Rancho Simi and Piru Public Cemetery Districts
Camarillo Health Care District	All (Health)	1 st quarter 2004	4 th quarter 2005	Separate review; a unique district
City of Camarillo	Drainage, Police, Recreation, Solid Waste and Street & Highway	1 st quarter 2004	4 th quarter 2005	Include prior Water service review determinations
City of Moorpark	Drainage, Police, Recreation, Solid Waste and Street & Highway	1 st quarter 2004	4 th quarter 2005	Separate review, no prior service determinations
City of Ojai	Cemetery, Drainage, Police, Recreation, Solid Waste and Street & Highway	1 st quarter 2004	4 th quarter 2005	Include prior Water service review determinations
City of Oxnard	Drainage, Fire, Police, Recreation, Solid Waste and Street & Highway	1 st quarter 2004	4 th quarter 2005	Include prior Water and Wastewater service review determinations
City of Port Hueneme	Drainage, Police, Recreation, Solid Waste and Street & Highway	1 st quarter 2004	4 th quarter 2005	Include prior Water and Wastewater service review determinations
City of San Buenaventura	Drainage, Fire, Police, Recreation, Solid Waste and Street & Highway	1 st quarter 2004	4 th quarter 2005	Include prior Water and Wastewater service review determinations. Possibility of combining portions with amendments to City General Plan

Jurisdiction	Services Reviewed	Start Service Review (on/before)	Completion of SOI Update (on/before)	Comments
City of Santa Paula	Drainage, Fire, Police, Recreation, Solid Waste and Street & Highway	1 st quarter 2004	4 th quarter 2005	Include prior Water and Wastewater service review determinations
City of Simi Valley	Drainage, Police, Solid Waste and Street & Highway	1 st quarter 2004	4 th quarter 2005	Include prior Water and Wastewater service review determinations
City of Thousand Oaks	Drainage, Police, Recreation, Solid Waste and Street & Highway	1 st quarter 2004	4 th quarter 2005	Include prior Water and Wastewater service review determinations
El Rancho Simi Cemetery District	All (Cemetery)	1 st quarter 2004	4 th quarter 2005	Combine review with Bardsdale and Piru Public Cemetery Districts
Oxnard Harbor District	All (Harbor and Port)	1 st quarter 2004	4 th quarter 2005	Separate review; a unique district
Piru Public Cemetery District	All (Cemetery)	1 st quarter 2004	4 th quarter 2005	Combine review with Bardsdale and El Rancho Simi Cemetery Districts
Ventura Port District	All (Harbor and Port)	1 st quarter 2004	4 th quarter 2005	Recently reviewed by City of Ventura for possible merger.

VENTURA LAFCO
DRAFT COMPLETION YEAR FOR SERVICE REVIEWS & SPHERE OF INFLUENCE UPDATES
2002-2005

2003

1. Calleguas Municipal Water District
2. Camarillo Sanitary District
3. Camrosa Water District
4. City of Fillmore
5. Fillmore-Piru Memorial District
6. Fox Canyon Groundwater Management Agency
7. Hidden Valley Municipal Water District
8. Lake Sherwood Community Services District
9. Meiners Oaks County Water District
10. Montalvo Municipal Improvement District
11. Ocean View Municipal Water District
12. Ojai Basin Groundwater Management Agency
13. Ojai Valley Sanitary District
14. Ojai Water Conservation District
15. Pleasant Valley County Water District
16. Russell Valley Municipal Water District
17. Saticoy Sanitary District
18. Triunfo Sanitation District
19. Ventura County Resource Conservation District
20. Ventura County Service Area No. 29
21. Ventura County Service Area No. 30
22. Ventura County Service Area No. 32
23. Ventura County Waterworks District No. 1
24. Ventura County Waterworks District No. 8
25. Ventura County Waterworks District No. 16
26. Ventura County Waterworks District No. 17
27. Ventura County Waterworks District No. 19
28. Ventura River County Water District

2004

1. Bell Canyon Community Services District
2. Casitas Municipal Water District
3. Channel Islands Beach Community Services District
4. Conejo Recreation and Park District
5. Oxnard Drainage District No. 1
6. Oxnard Drainage District No. 2
7. Pleasant Valley Recreation and Park District
8. Rancho Simi Recreation and Park District
9. United Water Conservation District
10. Ventura County Fire Protection District
11. Ventura County Flood Control District
12. Ventura County Service Area No. 3
13. Ventura County Service Area No. 4
14. Ventura County Service Area No. 14
15. Ventura County Service Area No. 33
16. Ventura Regional Sanitation District

2005

1. Bardsdale Cemetery District
2. Camarillo Health Care District
3. City of Camarillo
4. City of Moorpark
5. City of Ojai
6. City of Oxnard
7. City of Port Hueneme
8. City of San Buenaventura
9. City of Santa Paula
10. City of Simi Valley
11. City of Thousand Oaks
12. El Rancho Simi Cemetery District
13. Oxnard Harbor District
14. Piru Public Cemetery District
15. Ventura Port District